

# Office of Drug Control Policy

## Justice and Public Safety Cabinet

### Briefing Bulletin Issue Number 1: October 2004



Governor Ernie Fletcher  
Justice Cabinet Deputy Secretary Cleve Gambill

Lt. Governor Stephen B. Pence  
ODCP Interim Executive Director Sylvia Lovely

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#### ODCP Provides Roadmap to a Drug-Free Kentucky

*Lt. Governor Stephen Pence, Justice Cabinet Secretary*

After months of hard work, we have provided Governor Ernie Fletcher with the results of our Drug Summit: 2004 Statewide Drug Control Assessment Summit. The nearly 500-page document details our past work and presents a plan for our future. This roadmap will direct our efforts toward reducing the problem of substance abuse in Kentucky.

The statistics are staggering. The Kentucky Department of Corrections reports that roughly 18,000 men and women are serving time for felony convictions in this state, about 4,000 are in for drug-related crimes. That accounts for about 22 percent of all felons. In the past decade, there has been nearly a 300 percent increase in the number of inmates entering the prison system on drug charges. According to our own research, about 60 percent of those currently incarcerated are substance abusers – yet we only have the capacity to treat 19 percent of those offenders leaving the system who need intensive substance abuse treatment. These individuals will continue their cycle of substance abuse — committing crimes either to pay for their addiction or as a result of it.

Because of a new initiative at what was once the “Boot Camp” at Roederer Correctional Complex in LaGrange, we will be able to significantly increase our substance abuse treatment efforts. This will be a 200-bed unit, split evenly between beds for inmates on their way out of prison who have been identified by prison staff as those in need of intensive substance abuse treatment prior to their release, and parolees who are in need of long-term inpatient substance abuse treatment. We are calling this side of the program “half-way back” beds because parolees will come to the program after being referred by their parole officer in lieu of revocation.

This presents the scope of the problem and a path to our solution. However, the solution requires coordination, cooperation and communication. The Office of Drug Control Policy (ODCP) has been created to develop a comprehensive strategy to effectively address substance abuse. ODCP will be a central clearinghouse of all aspects of our drug control efforts. This includes communication as well.

Now, we must direct our efforts towards keeping our communities, law enforcement officers, educators and medical professionals apprised of the current situation. It is imperative that we keep people informed and involved with what is going on with this problem. We are doing a variety of things to keep the information flowing and the lines of communication open.

During the summit, we learned that some disciplines rarely talked with people in other fields. That has to change if we are to solve the drug problem. The Justice and Public Safety Cabinet has created this newsletter to increase communication. It will come out monthly for the first few months, and after that, production will increase as needed. This newsletter will update you on our progress, solicit your input and help us all plan for the future. Please share this copy with your friends and family. Everyone, including concerned parents and family members and substance abusers themselves can receive this newsletter. ODCP will explore all avenues to increase communication.

Another way for us to keep you informed will be our new Web site, which we hope to launch in the next two months. Until then, you can continue to access us on the Web at [www.kydrugsummit.gov](http://www.kydrugsummit.gov).

In addition, the Web site and the newsletter will serve as vehicles for groups in all three disciplines to communicate, interact and share valuable information. If the three disciplines act independent of each other, as individual silos, we will not be able to solve the drug problem in Kentucky. Our endeavors and successes depend on the sharing of pertinent information and ideas amongst our communities. Without this central idea, we can not fully address the problem effectively. No single approach can solve the problem alone.

We are only at the beginning of our mission. We must be patient and carefully execute our plan. I know we are in the midst of a crisis, but hope and help, are on the way. I am confident that we will achieve our goal – it will not be easy and it will not happen overnight. However, if we follow our roadmap, we will reach our destination.

#### Meeting Dates

**October 21**  
Training Group Meeting,  
Frankfort

**October 25**  
ODCP Drug Law Legislation Meeting including Commonwealth Attorneys, County Attorneys, Attorney General's Office, and Justice Cabinet;  
Frankfort

## Office of Drug Control Policy Vows to Fight Terrorism from Within

### *Interim Executive Director Sylvia Lovely*

Welcome to the inaugural issue of the Office of Drug Control Policy newsletter. I am excited to tell you that this is the first of what will be a regular publication about the ODCP's efforts to improve the way that the drug problem is addressed in Kentucky through working with the three substance abuse domains: prevention-education, treatment and enforcement. The newsletter will be provided for free and is available to anyone.

To begin this issue, I want to tell you about my personal passion for the work of the ODCP.

As executive director of the Kentucky League of Cities, I have heard from mayors and county judges for many years about their concerns regarding substance abuse in their communities.

In every conversation with them, at every turn in our efforts to create great communities that will nurture great citizens, the issue of substance abuse rears its ugly head. As one mayor described it, substance abuse is the terrorism from within, a far greater threat than any from the outside.

I am not an expert in drug policy. My dedication is to Kentucky communities and their residents, and I will spend my career helping them to improve. For that reason, I could not have passed up the opportunity Governor Ernie Fletcher offered me to start up the ODCP.

As a new state agency responsible for coordinating the Commonwealth's response to illegal and inappropriate drug use, this office has much work ahead and significant goals to meet even by the end of this year in moving toward a systemic, balanced approach to substance abuse.

Cooperation between the ODCP and the three domains will be vital in accomplishing those goals and, ultimately, reducing the substance abuse problem in Kentucky. That cooperation will stem from communication.

As members of the Statewide Drug Control Assessment Summit learned during our 20-week assessment of substance abuse, prevention-education, treatment and enforcement need to share information and work together. Individually, they cannot do as much as they can together.

The ODCP can act as a bridge for that communication, and that work has already started. In the first of my three months as interim executive director, I have met with professionals in each of the domains, including Attorney General Greg Stumbo, Education Secretary Virginia Fox and Commissioner Pat Wear of the Department of Mental Health and Mental Retardation.

This newsletter and a new Web site can also foster communication between the domains. In coming months, you can look to the newsletter for updates on what is happening in prevention-education, treatment and enforcement in Kentucky.

The ODCP Web site should be available within the next two months. The new site will have information

on meetings and other events, list treatment providers, offer grant application data, and display press releases, local and national news stories, and editorials about substance abuse. It will be an interactive site, allowing visitors to offer input, as does the Kentucky Drug Summit Web site that is still online at [www.kydrugsummit.ky.gov](http://www.kydrugsummit.ky.gov).

While the ODCP will coordinate substance abuse services between the domains, we must also count on you at the state and local levels to communicate in an effort to make a real impact on this scourge in our cities, counties and state, and to inspire others that we can make a difference.

I am honored that Governor Fletcher and Lt. Governor Pence have trusted me to begin the ODCP, and I look forward to working with all of you to improve our Commonwealth by stopping this terrorism from within.



*Interim Executive Director Sylvia Lovely explains the Drug Summit's recommendations.*

### Working Group Transitions Summit to ODCP

To segue between the Kentucky Drug Summit and the Office of Drug Control Policy, a working group was created to help with the transition of data, ideas and energy to effectively propel the concept of a coordinated, outcome-oriented policy. This working group is composed of representatives from the Justice and Public Safety Cabinet, Education Cabinet and the Cabinet for Health and Family Services because of the major roles they play in policy development and execution. Appointments are for one year. Additional members were chosen to be a part of the working group by virtue of their agencies role in the planning, operationalization and/or evaluation of policy.

The executive director of the Office of Drug Control Policy chairs the working group, which represents the necessary elements of government to maintain the holistic and multidisciplinary approach of the Drug Summit. While not a formal board or commission, the working group is a temporary resource for the Office of Drug Control Policy to establish communication, seek advice and promote coordination of the various agencies of the state.

Members of the team are Greg Van Tatenhove, United States Attorney; Pat Wear, commissioner, MHMR, CHFS; Dr. William Hacker, Dept. of Public Health; Mark Miller, commissioner, Kentucky State Police; Karyn Hascal, director, Division of Substance Abuse; Dr. Carl Leukefeld, University of Kentucky; Steve Kirby, KSBA; Jon Akers, Center for School Safety; Pierce Whites, deputy attorney general; George Moore, Commonwealth attorney; Karen Engle, UNITE; Mardi Montgomery, deputy secretary, Education Cabinet; Rep. Gross Lyndsay, House Judiciary chair; Sen. Robert Stivers, Senate Judiciary chair; Sen. Julie Denton, Senate Health and Welfare chair; Rep. Tom Burch, House Health and Welfare chair; Sen. Lindy Casebier, Senate Education Committee; Rep. Frank Rasche, House Education Committee.

### KY-ASAP Reviews Records and Evaluates Programs

The Kentucky Agency for Substance Abuse Policy (KY-ASAP) was created in 2000 by the Kentucky legislature. The group is charged in KRS 12.332(1) to “develop a strategic plan to reduce the prevalence of smoking and drug and alcohol abuse among both the youth and adult populations in Kentucky.” KY-ASAP works with communities to help them identify existing needs and resources in each community to reduce alcohol, tobacco and other drug abuse.

KY-ASAP local boards develop a strategic plan tailored to their own community needs and coordinate the distribution of funds to support local prevention, treatment and enforcement.

Governor Ernie Fletcher integrated the KY-ASAP office into the new Office of Drug Control Policy. Governor Fletcher also appointed Jim Acquisto as the executive director of the group.

One of the first tasks at hand was a review of the finances and activities of KY-ASAP and the 54 local ASAP boards. A thorough review of records was conducted by KY-ASAP, with assistance from the Grants Management Branch of the Justice and Public Safety Cabinet. Great effort was taken to ensure that all local boards were compliant with relevant Kentucky Revised Statutes and Kentucky Administrative Regulations, including board membership, reporting of expenditures and adherence to their respective strategic plans. The aim of the financial review was not only to discover any non-compliance issues, but also to justify programs that were compliant.

The results of the financial review were presented at the KY-ASAP state board meeting with approximately two thirds of the local ASAP boards being in compliance. The non-compliant boards received let-

ters specifically outlining the problems and were given 45 days to submit a compliance plan for approval. At this point, almost every board is now in compliance. KY-ASAP is working with the remaining boards to assist them in becoming compliant.

Executive Director Acquisto attended approximately 30 local ASAP board meetings and conveyed information to the boards regarding the Kentucky Drug Summit and some of its recommendations to the governor. Most board members welcomed the intent and structure of the Summit, the ongoing assessment of KY-ASAP local boards, and the concept of a centralized strategy to fight substance abuse statewide.

### Compliance Branch Will Ensure Effective Procedures

The Compliance Branch will assist agencies in several capacities. The branch will develop standards where existing policies and procedures are insufficient or nonexistent. They will also modify and update standards that are in place so the programs may be assessed for effectiveness. The end result is to create a holistic perspective for the administration such that limited resources may be brought to bear in a manner that is efficient, effective and multi-dimensional. The Compliance Branch will coordinate with existing entities within the cabinets of the Executive Branch to draw together procedures of review and reporting upon which programming across the three broad domains of prevention, enforcement and treatment can be sufficiently reported.

### Drug Summit Recommends Pilot Projects

The Statewide Drug Control Assessment Summit recommended empirical, outcome-based reporting on the effects of emphasis on five broad areas of concentration.

The Commonwealth already devotes considerable resources to various iterations of the programs named for pilot programming. What is lacking is one or more of the following:

1. Sufficient resources devoted to the program to render desired outcomes (What will it take to achieve results?).
2. Expression of the program within the context of a statewide drug control policy (Does the program compliment other programs?).
3. Necessary data gathered to determine or realize utility for statewide application of additional resources (How can the program work throughout the state?).
4. Awareness of positive indicators of successful programming (What are discrete, reasonable expectations to be successful?).

The preceding may be remedied by systematic analysis of programming, outcomes and consequences. Conditions for success will be determined. Resource allocation will only follow empirical evidence that will predict success. Therefore reasonable, articulated conditions for successful outcomes and the evaluation of the interrelationships between the program under review and other programming within and without the broad domain are important to consider. The development of a concise plan of action to implement and monitor a program are essential.

Treatment, correctional treatment, drug task forces, outcome-based prevention strategies and drug courts were identified for piloting.



**Treatment** will be considered given the following contextual understandings found by the Drug Summit: availability is limited and effectiveness is misunderstood and/or downplayed.

What is needed immediately:

- Definition of successful programming outcomes
- Needs assessment of facilities and supply structure
- Long-term effectiveness study
- Analysis of financing methods

**Correctional Treatment** will be considered given the following contextual understandings found by the Drug Summit: availability is limited and effectiveness should be evaluated against recidivism data where treatment was not offered or not completed.

What is needed immediately:

- Additional space and resources for treatment for inmates to supply later evaluation and study

**Drug Courts** will be considered given the following contextual understandings found by the Drug Summit: availability for clients is limited within the limited number of drug courts in operation and effectiveness should be evaluated under the circumstances of consistent, stable funding.

What is needed immediately:

- Additional resources for drug court programming to supply later evaluation and study
- Immediate evaluation of components of existing drug courts: availability, consistency, cost-benefit analysis

**Drug Task Forces** will be considered given the following contextual understandings found by the Drug Summit: drug task forces play an important role in the enforcement domain of drug control policy and standards need to be implemented to assure program effectiveness.

What is needed immediately:

- Research and develop model policies.
- Establish a committee to include all drug task force directors and other cabinet representatives, prosecutors, and enforcement officials to discuss and develop long-range goals.
- Incorporate compliance audits into routine practice. Develop and implement standards and procedures.
- Develop and implement reporting standards. Consider ongoing research into other states' approaches.

**Outcome-based Prevention Strategies** will be considered given the following contextual understandings found by the Drug Summit: outcome-based prevention-education programs are essential to a balanced and effective drug control policy.

What is needed immediately:

- Determine five most effective prevention programs that can be operationalized in regional or statewide venues.
- Form a committee to provide advice and parameters of discussion for prevention strategies.

## Substance Plan Can Be Successful

*Messenger-Inquirer, September 10, 2004*

Governor Ernie Fletcher has come under heavy criticism in recent days for how he plans to fund new efforts to address Kentucky's substance abuse problem. Critics were quick to accuse the Fletcher administration of trying to deal with the problem on the cheap after releasing a plan to fight substance abuse that was big on ideas but short on new funding. Eyebrows were again raised last week when it was announced that regional drug task forces would have their funding cut next year as more attention is given to prevention and treatment.

But what these critics fail to acknowledge is that this is just the beginning of what will be a long process. If next year, or the year after, issues over funding still exist, then perhaps the criticism of Fletcher will be warranted.

For now, however, we should be encouraged by the fact that Fletcher, Lt. Governor Steve Pence, Sylvia Lovely, interim executive director of the Office of Drug Control Policy, and others throughout the administration are finally giving this issue the attention it deserves.

It's important to remember that Fletcher is trying to launch a major new initiative in the face of a turbulent budgetary climate. Without a budget, it's necessary to maximize the limited resources that are available, which means some funds get shifted around. The alternative is to simply do nothing — and allow the substance abuse problem to worsen — in hopes that a budget will be passed and new dollars are made available.

One of the groups impacted by the shift in funding will be the Pennyriple Narcotics Task Force, which covers 10 counties in western Kentucky, including McLean and Muhlenberg. The task force will see about a 15 percent reduction in funding, and each of the 31 regional task forces will be cut at least 5 percent.

Director Cheyenne Albro and others on the task force are some of the most qualified, dedicated narcotics agents around, and numerous communities are better off because of their work. Ideally, Kentucky would be in a position to address all aspects of substance abuse without taking away from enforcement.

But that's just not possible at this point, and right now, the areas that need greater attention are prevention and treatment. Albro is right when he says that people generally don't realize they need — or aren't willing to accept—treatment until they are arrested.

That's the type of mind-set, however, that everyone involved in the fight against substance abuse must work to change. If the investment in prevention and treatment is as successful as most believe it will be, then Kentucky will ultimately save dollars — and there will be little reason to worry whether enough resources exist for enforcement.

Most of Kentucky's efforts to this point have focused on enforcement, and while officers have done their jobs well, the strategy has had little impact on addressing the larger issue of substance abuse.

It's time for a change. We think the Fletcher administration is clearly on the right track, and if people show a little patience and give the plan time to succeed, it will ultimately prove the critics wrong.

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## ODCP Personnel



Governor Ernie Fletcher appointed **Sylvia Lovely** as the interim executive director of the new Office of Drug Control Policy in August 2004. She has been with the Kentucky League of Cities (KLC) since 1988, when she started as a staff attorney. Since 1990 she has been the executive director and CEO of KLC, a membership organization of more than 370 cities committed to the success and security of Kentucky communities.

Lovely is no stranger to combating the persistent problem of drug control. She was an appointed member of the Statewide Drug Control Assessment Summit, actively participating in Summit meetings and at regional public input meetings held across the state, at which she often was a panel chair or co-chair. She also serves as the president of the NewCities Foundation, a national nonprofit organization that encourages citizens to get involved in helping their communities thrive in the rapid technological change and global challenges of the 21<sup>st</sup> century, as well as various other boards and commissions.

A regular contributor to a number of newspapers and publications, and a featured commentator on television and radio programs, Lovely is the publisher of City magazine, a quarterly community issues publication that has statewide distribution in Kentucky. She also hosts "City Voice," a public affairs television program produced by the NewCities Foundation.

Sylvia is a graduate of Morehead State University, where she is a member of the board of regents. She graduated from the University of Kentucky College of Law and is an adjunct faculty member of the University of Kentucky Martin School of Public Policy and Administration.



**Thor Morrison** is serving as the interim deputy director of the ODCP. Morrison currently serves as staff assistant to the commissioner at the Department of Criminal Justice Training, working with data coordination. Morrison's work experience includes public and private sector employment.

He holds a master's degree from Eastern Kentucky University.



**Jim Acquisto** was appointed in June 2004 to head the Kentucky Agency for Substance Abuse Policy (KY-ASAP). Acquisto is a 21-year veteran of law enforcement. He has spoken on the topic of substance abuse to groups on a state and national level.

He holds an associate's degree in law enforcement technology from the Owensboro Community College.



**Jamie Neal** is the public information officer for the Office of Drug Control Policy. She began her career in state government as a public information officer for the Department of Criminal Justice Training in 2002. Prior to that she worked as a general assignment reporter for the Henderson Gleaner.

Neal is a graduate of Eastern Kentucky University with a degree in journalism.



**Karen C. Jones** joined KY-ASAP in March 2001 and currently serves as an executive's staff advisor. Jones' responsibilities include working with policies and regulations. She also serves as the general assembly liaison.

A graduate of Western Kentucky University with a degree in education, Jones has extensive experience working with community coalitions, building community partnerships, and has worked as a national consultant in the field of strategic planning.



**Sharon Davis** is a program coordinator for the transition to the Office of Drug Control Policy. She joined the Department of Criminal Justice Training staff in 2001, working as an administrative specialist with the Kentucky Police Corps. Davis also worked as a human resource analyst in the public and private sector.

Davis has a bachelor's degree in organizational management from Midway College.



**Sandra Harston** serves as an executive's staff advisor for KY-ASAP and Champions for a Drug Free Kentucky. Harston's previous employment includes seven years with the Kentucky County Judge/Executive Association and AmeriCorps National Service Programs. She has extensive experience in local governments and community programs.

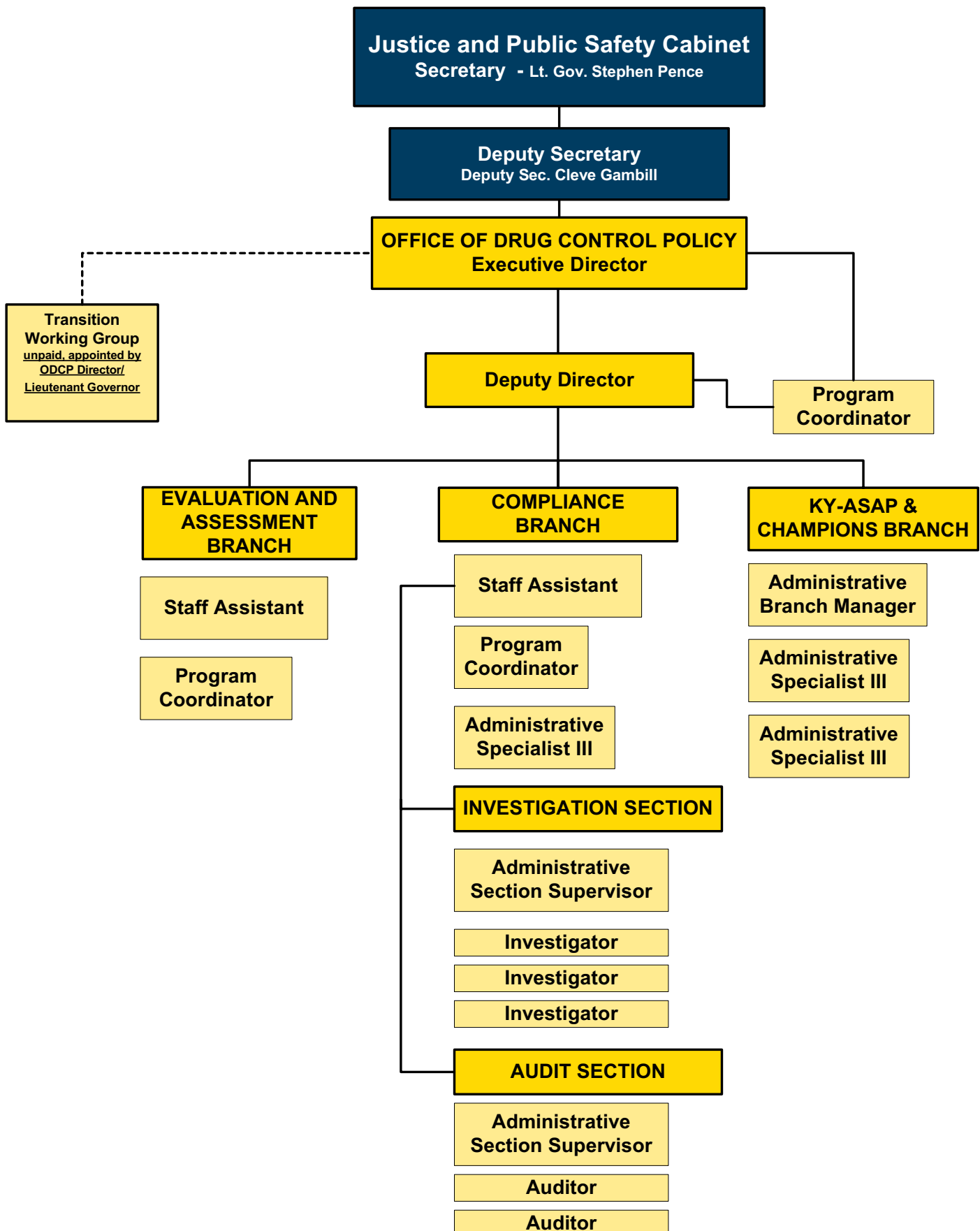
Harston holds a bachelor's degree in political science.



**Pam Smallwood** is a program coordinator for the transition to the Office of Drug Control Policy. After 15 years of private business management, Smallwood joined the Department of Criminal Justice Training as an administrative specialist in 2001, working in the Basic Training Branch.

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## Byrne Grants Improve Criminal Justice System

The Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program (Byrne Formula Grant Program) is a partnership among federal, state and local governments to create safer communities.

The Byrne Formula Grant Program is authorized to award grants for use by states and units of local government to improve the functioning of the criminal justice system — with emphasis on violent crime and serious offenders — and enforce state and local laws that establish offenses similar to those in the federal Controlled Substances Act.

These grants may be used to provide personnel, equipment, training, technical assistance and information systems. Grants may also be used to provide assistance (other than compensation) to victims of these offenders.

The funding for fiscal year 2005 has not yet been determined, however, in fiscal year 2004 Kentucky was awarded \$6,921,383. In fiscal year 2004, 31 continuing programs and five new applications were funded.

Applications are distributed in mid-April and are due in mid-May. Kentucky's administering agency is the Justice and Public Safety Cabinet and the application and award processes are overseen by the Grants Management Branch. A minimum of 25 percent cash match of the total project cost is required.

Funded programs must conform to federal Byrne purpose areas and priorities established by each state's administering agency.

For more information about this and other grants managed by the Justice and Public Safety Cabinet, please contact Tanya Dickinson, Grants Branch Manager, at [tanya.dickinson@ky.gov](mailto:tanya.dickinson@ky.gov) or (502) 564-7712.

### Continuation Applications Funded for Fiscal Year 2004

Title	Agency	Funding Award
Offender Re-entry Initiative	Northern Kentucky ADD	\$20,262.00
Tri-County Area Drug Task Force	Marshall County Fiscal Court	\$212,714.50
Bowling Green//Warren County Drug Task Force	Warren County Fiscal Court	\$170,966.75
Buffalo Trace/Gateway Drug Task Force	City of Maysville	\$169,596.85
Greater Hardin County Narcotics Task Force	City of Elizabethtown	\$230,556.45
Pennyville Narcotics Task Force	Muhlenberg County Fiscal Court	\$381,427.00
Community Youth in Action	Franklin County Fiscal Court	\$31,534.00
Parole Board Risk Assessment	Kentucky Parole Board	\$320,411.00
Youth Drug Prevention Program	Louisville Metro Housing Authority	\$29,778.00
Barren County Community Drug Task Force	Barren County Fiscal Court	\$90,838.05
New Beginnings for Women: Cultivating a Rose	New Beginnings for Women	\$13,650.00
Northern Kentucky Drug Strike Force	Kenton County Fiscal Court	\$167,369.10
Bullitt County Drug Task Force	Bullitt County Fiscal Court	\$107,801.25
Street Sales Enforcement	Lexington-Fayette Urban County Govt	\$146,237.85
Cease Fire	Laurel County Commonwealth Attorney	\$27,067.00
Cease Fire Project	Fayette County Attorney	\$30,723.95
Embedding Prevention in State Policy and Practice	City of Elsmere	\$75,196.00
Youth Crime Prevention Conference - Ky Crime Prevention Coalition	City of Elsmere	\$15,600.00
Status Offender Pilot Project	Department of Juvenile Justice	\$145,715.00
Collaborative After School/Summer Program	Louisville-Jefferson County Metro Govt	\$100,000.00
Elder Abuse	Louisville-Jefferson County Metro Govt	\$328,967.00
Metro Drug Enforcement Project	Louisville-Jefferson County Metro Govt	\$497,985.25
Combating Alcohol-Related Crime	Louisville-Jefferson County Metro Govt	\$250,576.00
Cold Case	Louisville-Jefferson County Metro Govt	\$98,473.20

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### Continuation Applications Funded for Fiscal Year 2004, continued

Title	Agency	Funding Award
Methamphetamine Response/Investigation Team	Kentucky State Police	\$255,279.25
Rural Drug Suppression	Kentucky State Police	\$434,922.35
Laboratory Backlog Reduction	Kentucky State Police	\$445,739.85
Marijuana Suppression	Kentucky State Police	\$275,410.70
Community Crime Prevention	Taylor Mill Police Department	\$15,000.00
FADE Drug Task Force	City of Russell	\$236,938.55
Lake Cumberland Area Drug Task Force	City of Somerset	\$174,163.50
	<b>TOTAL AWARDED</b>	<b>\$5,500,900.40</b>

### New Applications Funded for Fiscal Year 2004

Title	Agency	Funding Award
Ky Drug Courts: Enhancing Treatment and Services	Administrative Office of the Courts	\$500,000
Female Halfwayback — Treatment	Department of Corrections	\$82,125
Female Re-entry —Treatment	Department of Corrections	\$164,250
Probation and Parole Resource Improvement	Department of Corrections	\$22,337
AFIS Enhancement	Kentucky State Police	\$187,500
	<b>TOTAL AWARDED</b>	<b>\$956,212</b>

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